

Message Text

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C O N F I D E N T I A L STATE 159701

FOR AMBASSADOR YOUNG

E.O. 11652: GDS

TAGS: PORG, IT, OVIP (YOUNG, ANDREW)

SUBJECT: BACKGROUND MATERIAL FOR AMBASSADOR YOUNG'S

1. THIS TELEGRAM PROVIDES BACKGROUND MATERIAL ON
BILATERAL AND MULTILATERAL ISSUES FOR YOUR PRE-UNGA
CONSULTATIONS IN ROME ON JULY 11. BACKGROUND ON FAO
AND UNESCO SENT SEPTELS. PRESUME INFORMATION ON
MULTILATERAL ECONOMIC ISSUES WILL BE MADE AVAILABLE BY
USDEL TO ECOSOC.

2. KEY BILATERAL ISSUES:
AMBASSADOR GARDNER IS ATTEMPTING TO ARRANGE A MEETING
AT THE ITALIAN FOREIGN MINISTRY AND HAS PROPOSED A
DINNER WITH ITALIAN FRIENDS IN YOUR HONOR. AS OF THIS
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WRITING WE DO NOT HAVE THE NAMES OF THE ITALIANS WITH
WHOM YOU WILL BE MEETING, BUT AMBASSADOR GARDNER WILL
CERTAINLY PROVIDE BIOGRAPHIC INFORMATION ONCE ARRANGE-
MENTS ARE COMPLETED.

YOU SHOULD BE AWARE OF THE FOLLOWING ISSUES AS BACKGROUND
FOR YOUR DISCUSSIONS WITH ITALIAN OFFICIALS:

A. THE PROGRAMMATIC ACCORD:

THE CHRISTIAN DEMOCRATIC PARTY ON JULY 4 JOINED WITH THE FIVE OTHER PARTIES (INCLUDING THE COMMUNISTS) IN A "PROGRAMMATIC ACCORD" WHICH OUTLINES LEGISLATION IN FOUR KEY AREAS: LAW AND ORDER, THE ECONOMY, EDUCATION, AND THE PROBLEMS OF REGIONAL GOVERNMENT. WHILE THE COMMUNISTS SAY THE "PROGRAMMATIC ACCORD" IS A MAJOR ACCOMPLISHMENT, THE CHRISTIAN DEMOCRATS ARGUE THAT CONCESSIONS TO THE COMMUNISTS WERE MINIMAL -- IN FACT THE DC DRAFT WAS ADOPTED WITH ONLY SMALL CHANGES -- AND THAT THEY HAVE SUCCEEDED IN KEEPING THE COMMUNISTS OUT OF GOVERNMENT AT RATHER SMALL COST. IN ANY CASE, THE ANDREOTTI GOVERNMENT SURVIVED THE CRISIS.

THE US ATTITUDE TOWARD THE COMMUNIST PROBLEM IN ITALY IS A MATTER OF PUBLIC RECORD: WE WILL NOT INTERFERE BUT ARE NOT INDIFFERENT TO THE POLITICAL CHOICES OF THE ITALIAN PEOPLE AND HAVE A CLEAR PREFERENCE FOR THE NON-COMMUNIST PARTIES.

TALKING POINT:

-- ONLY THE ITALIANS CAN DECIDE WHAT FORM OF GOVERNMENT ITALY WILL HAVE, BUT OUR PREFERENCE FOR DEMOCRATIC CONFIDENTIAL

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NON-COMMUNIST GOVERNMENTS IN ALL OUR NATO ALLIES IS WELL KNOWN.

B. THE ANDREOTTI VISIT:

PRIME MINISTER GIULIO ANDREOTTI WILL PAY A TWO-DAY OFFICIAL VISIT TO WASHINGTON JULY 26-27. HIS VISIT IS THE LATEST IN A SERIES OF CONSULTATIONS WITH THE PRESENT AMERICAN ADMINISTRATION THAT BEGAN WHEN THE PRIME MINISTER VISITED WASHINGTON IN DECEMBER 1976, MEETING THEN-SENATOR MONDALE AND SECRETARY OF STATE-DESIGNATE VANCE. THE VICE PRESIDENT VISITED ROME AS PART OF HIS TOUR OF EUROPE AND JAPAN IMMEDIATELY FOLLOWING THE INAUGURATION. PRESIDENT CARTER MET WITH PRIME MINISTER ANDREOTTI IN LONDON AT THE ECONOMIC SUMMIT IN MAY. AMONG THE TOPICS EXPECTED TO BE DISCUSSED DURING ANDREOTTI'S UPCOMING VISIT ARE NUCLEAR ENERGY AND TRADE AND INVESTMENT.

TALKING POINT:

-- WE LOOK FORWARD TO YOUR PRIME MINISTER'S VISIT

AT THE END OF THIS MONTH. WE HOPE IT WILL SERVE TO REINFORCE THE STRONG TIES BETWEEN OUR TWO NATIONS.

C. ITALIAN ENERGY CONCERNS:

AN IMPORTANT ISSUE WHICH WE EXPECT PRIME MINISTER ANDREOTTI TO RAISE WITH PRESIDENT CARTER DURING HIS VISIT IS THE PROBLEM POSED BY OUR NUCLEAR ENERGY AND NONPROLIFERATION POLICIES. ITALY, LIKE MOST WESTERN EUROPEAN COUNTRIES, BELIEVES IT IS COMPELLED TO DEVELOP A NUCLEAR ALTERNATIVE TO PETROLEUM ENERGY. ITALY IS ALSO INTERESTED IN POTENTIAL SALES OF NUCLEAR TECHNOLOGY TO THE THIRD WORLD. ON THE OTHER HAND, THE
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ITALIANS ACKNOWLEDGE OUR LEGITIMATE CONCERNS OVER PROLIFERATION OF WEAPONS MATERIAL. AMBASSADOR GARDNER BELIEVES WE SHOULD STRENGTHEN OUR PROGRAM OF ENERGY COOPERATION WITH THE ITALIANS.

TALKING POINT:

-- NO DOUBT ENERGY WILL BE DISCUSSED BY THE PRIME MINISTER IN WASHINGTON. WE SEEK TO FIND WAYS OF COOPERATING ON ENERGY QUESTIONS WITHOUT COMPLICATING THE NONPROLIFERATION PROBLEM.

3. KEY MULTILATERAL ISSUES:

THE POLITICAL AND ECONOMIC INTERESTS OF ITALY CONCENTRATE ON DOMESTIC ISSUES. BEYOND ITS TIES WITH THE US THROUGH NATO AND A UNITING EUROPE AND ITS NEED FOR FOREIGN MARKETS AND ACCESS TO RAW MATERIALS, ITALY HAS FEW FOREIGN POLICY INTERESTS OF SUCH OVERRIDING IMPORTANCE AS TO GIVE THEM PRE-EMINENCE OVER HER DOMESTIC CONCERNS. THE RECORD OF ITALY ON ISSUES OF IMPORTANCE TO US IN MULTILATERAL FORUMS IS GOOD, ALTHOUGH IT PREFERS TO SUPPORT US IN THE COMPANY OF OTHER EUROPEANS, AND IS SENSITIVE TO DOMESTIC CONTROVERSY. IN 1975, IT SUPPORTED OUR POSITION ON RESOLUTION 3379 EQUATING ZIONISM AND RACISM, AND COSPONSORED THE FRIENDLY RESOLUTION ON KOREA (IT DID NOT COSPONSOR THAT RESOLUTION PRIOR TO ITS WITHDRAWAL BEFORE THE 31ST UNGA). AT THE 31ST UNGA, IT VOTED WITH US AGAINST THE GUAM RESOLUTION, AND FURTHER SUPPORTED US ON KEY SOUTHERN AFRICAN AND ARMS CONTROL BALLOTINGS. DIVIDED BETWEEN ITS EC-9 AND WESTERN TIES, AND ITS DEPENDENCE ON IMPORTED OIL AND ITS COMMERCIAL ASPIRATIONS IN DE-
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VELOPING COUNTRIES, ITALY TENDS TO VACILLATE OR EVADE

ON INTERNATIONAL ECONOMIC QUESTIONS. IT ACCORDINGLY HAS ABSTAINED IN THE UNGA ON KEY NORTH/SOUTH ISSUES.

A. OVERALL APPROACH:

ALTHOUGH ITALY HAS NOT FREQUENTLY BEEN INCLUDED IN THE US PRE-UNGA CONSULTATION PROCESS IN THE PAST, THE ITALIANS ARE SENSITIVE TO OUR CONCERNS AND WILL BE RESPONSIVE TO YOUR GENERAL VIEWS ON THE 32ND UNGA. AT THIS POINT, TWO MONTHS BEFORE THE OPENING OF THE GENERAL ASSEMBLY, IT IS MORE DIFFICULT THAN USUAL TO CHARACTERIZE THE MOOD OF THE ASSEMBLY OR TO STATE WITH SPECIFICITY THE KEY US OBJECTIVES. HOWEVER, THE FOLLOWING GENERAL POINTS CAN BE MADE CONCERNING THE LIKELY TONE OF THE ASSEMBLY:

-- WE BELIEVE THE PROSPECTS FOR A CONSTRUCTIVE UN GENERAL ASSEMBLY WILL LARGELY DEPEND ON PROGRESS IN MOVING TOWARD A SETTLEMENT OF SOUTHERN AFRICA ISSUES, EFFORTS TO BRING ABOUT MIDDLE EAST TALKS AND THE POSITION TAKEN ON INTERNATIONAL ECONOMIC ISSUES BY DEVELOPING COUNTRIES AT THE RESUMED 31ST UNGA.

-- IF THERE HAS BEEN PROGRESS ON THESE KEY POLITICAL AND ECONOMIC ISSUES, AN ATMOSPHERE WILL BE CREATED IN WHICH THE ASSEMBLY CAN TURN INCREASED AND FRUITFUL ATTENTION TO OTHER NEGLECTED ISSUES OF CONCERN TO THE INTERNATIONAL COMMUNITY SUCH AS HUMAN RIGHTS AND DISARMAMENT.

B. SOUTHERN AFRICA: THE ITALIANS WILL BE MOST INTERESTED IN HEARING YOUR VIEWS ON DEVELOPMENTS IN SOUTHERN AFRICA. WE SUGGEST YOU BRIEF THEM, IN PARTICULAR, ON THE CONTACT GROUP'S INVITATION TO SWAPO TO COME TO NEW YORK
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FOR CONSULTATIONS.

C. MIDDLE EAST: THE ITALIAN APPROACH TO THE ARAB-ISRAELI DISPUTE IS STRONGLY CONDITIONED BY ITALY'S DEPENDENCE ON ARAB OIL AND THE SHAKY ITALIAN ECONOMY'S GROWING RELIANCE ON ARAB FINANCING. WITHIN THE EC-9, THEREFORE, ITALY TENDS TO JOIN WITH FRANCE AND IRELAND IN ADVOCATING POLICIES MORE FAVORABLE TO THE ARABS THAN THE ISRAELIS.

TALKING POINTS:

-- THE ATMOSPHERE IN THE GENERAL ASSEMBLY FOR MIDDLE EAST ISSUES WILL VERY MUCH DEPEND ON THE STATUS OF

EFFORTS TO RESUME SERIOUS NEGOTIATIONS AND RECONVENE THE GENEVA CONFERENCE.

-- WE WILL KNOW MORE ABOUT THE PROSPECTS FOR NEGOTIATIONS FOLLOWING THE BEGIN VISIT TO WASHINGTON JULY 19-20 AND SECRETARY VANCE'S SUBSEQUENT TRIP TO THE AREA.

-- IT IS IMPORTANT NOT TO PREJUDGE THE SITUATION AT THIS TIME. AND TO GIVE THE N;W ISRAELI GOVERNMENT TIME TO COME TO GRIPS WITH THE COMPLEX FOREIGN POLICY ISSUES INHERITED FROM THE LABOR GOVERNMENT.

D. ECOSOC: PLO MEMBERSHIP IN ECWA: IT WOULD BE USEFUL IF YOU COULD EMPHASIZE TO ITALIANS OUR CONCERN OVER PROPOSAL BEFORE 63RD ECOSOC SESSION (JULY 6 TO AUGUST 5, GENEVA) TO ACCORD PLO FULL MEMBERSHIP IN THE ECONOMIC COMMISSION FOR WESTERN ASIA (ECWA). WE ARE APPROACHING ITALIANS AND MOST OTHER MEMBERS OF ECOSOC TO URGE THEIR CONFIDENTIAL

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OPPOSITION TO PLO'S FULL MEMBERSHIP. FRENCH HAVE INDICATED ALL EC-9 WILL SUPPORT OUR OPPOSITION. HOWEVER, BRITISH AND GERMANS HAVE SUGGESTED THAT EC-9 MIGHT SUPPORT ASSOCIATE MEMBERSHIP STATUS AS A COMPROMISE.

TALKING POINTS:

-- THERE IS NO PRECEDENT IN UN SYSTEM FOR ACCORDING ENTITIES OTHER THAN STATES FULL MEMBERSHIP STATUS.

-- THAT PRINCIPLE IS ESSENTIAL TO THE INTEGRITY OF THE UN SYSTEM BECAUSE FULL MEMBERSHIP HAS AND SHOULD BE LIMITED TO THOSE WHO ARE WILLING TO ACCEPT FULL OBLIGATIONS AND ARE CAPABLE OF IMPLEMENTING THEM. THIS MEANS THAT MEMBERSHIP SHOULD CONTINUE TO BE LIMITED TO STATES. IN RECOGNITION OF THIS FACT, TERMS OF REFERENCE OF ECWA, AS WELL AS OF OTHER REGIONAL ECONOMIC COMMISSIONS, LIMIT FULL MEMBERSHIP TO STATES, WHETHER OR NOT MEMBERS OF THE REGION OR OF THE UN.

-- PLO MEMBERSHIP WOULD COMPLICATE EVEN MORE THE CURRENT EFFORTS TO GET MIDDLE EAST NEGOTIATIONS STARTED WHERE THE STATUS OF THE PLO AND PALESTINIAN REPRESENTATION IS ONE OF THE KEY PROBLEMS TO BE RESOLVED BEFORE GENEVA CAN EVEN BE RECONVENED.

E. MEMBERSHIP ON THE HUMAN RIGHTS COMMISSION:

ITALY HAS BEEN AN ACTIVE MEMBER OF THE UN COMMISSION ON HUMAN RIGHTS (HRC) FOR MANY YEARS. ITS PRESENT TERM

EXPIRED THIS YEAR. ITALY AGREED WITH ITS EC-9 COLLEAGUES NOT TO RUN FOR REELECTION ON THE UNDERSTANDING THAT ITS CANDIDACY WOULD BE SUPPORTED IN 1978. ITALY HAS ALREADY ANNOUNCED ITS CANDIDACY AND HAS REQUESTED

US SUPPORT IN NEXT YEAR'S SPRING ECOSOC ELECTIONS. IF
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THE MATTER IS RAISED, YOU SHOULD:

-- NOTE OUR SATISFACTION WITH THE IMPORTANT CONTRI-
BUTIONS MADE IN THE PAST BY ITALY IN ITS PARTICIPATION
IN UN HUMAN RIGHTS ACTIVITIES.

-- RECALL THE CLOSE, CONSTRUCTIVE COOPERATION REGULARLY
MAINTAINED BY ITALIAN AND US DELEGATIONS IN UN HUMAN
RIGHTS FORUMS, ESPECIALLY IN THE HRC, AND,

-- EXPRESS THE HOPE THAT WEO GROUP AGREEMENT ON A
SLATE OF CANDIDATES FOR THE HRC NEXT YEAR CAN BE ACHIEVED
(THE TERMS OF CANADA, TURKEY AND THE UK WILL BE EXPIRING
IN 1978). UNDERLINE OUR STRONG INTEREST IN AVOIDING
THE SITUATION OF THE LAST TWO ELECTIONS IN WHICH,
BECAUSE OF TOO MANY WEO CANDIDACIES, WEO REPRESENTATION
ON THE HRC HAS BEEN DECIDED BY VOTE OF THE WHOLE ECOSOC.

F. UNDP: ITALY WAS SUPPORTIVE IN THE RECENT UNDP
GOVERNING COUNCIL OF EFFORTS TO ENHANCE UNDP'S CENTRAL
FUNDING AND SUBSTANTIVE COORDINATION ROLE IN UN TECH-
NICAL ASSISTANCE ACTIVITIES. THE ITALIAN DELEGATION
WAS ALSO UNUSUALLY ACTIVE IN ARGUING FOR A REDUCTION IN
UNDP'S ADMINISTRATIVE COSTS AND MACHINERY.

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